

EMERGENCY MANAGEMENT FOR  
Cities & Utilities

# GUIDE



**Kentucky League of Cities**

A STEP-BY-STEP APPROACH  
TO EMERGENCY PLANNING,  
RESPONSE AND RECOVERY  
FOR CITIES AND UTILITIES OF ALL SIZES

*This guide has been adapted  
by the staff of the Kentucky  
League of Cities using federal  
and state public documents, and  
incorporating the needs of  
Kentucky's cities and utilities.*

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# EMERGENCY MANAGEMENT FOR Cities & Utilities

## A STEP-BY-STEP APPROACH TO EMERGENCY PLANNING, RESPONSE AND RECOVERY FOR CITIES AND PUBLIC UTILITIES OF ALL SIZES

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American Red Cross  
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The approaches described in this guide are recommendations, not regulations. There are no reporting requirements, nor will following these principles ensure compliance with any federal, state or local codes or regulations that may apply to your facility.

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## TABLE OF CONTENTS

### INTRODUCTION

About This Guide .....	1
What is an Emergency? .....	1
What is Emergency Management? .....	2
Making the "Case" for Emergency Management .....	2

### SECTION 1: 4 STEPS IN THE PLANNING PROCESS

#### STEP 1 - ESTABLISH A PLANNING TEAM

Form the Team .....	3
Establish Authority .....	4
Issue a Mission Statement .....	4
Establish a Schedule and Budget .....	4

#### STEP 2 - ANALYZE CAPABILITIES AND HAZARDS

<b>Where Do You Stand Right Now? .....</b>	<b>5</b>
Review Internal Plans and Policies .....	5
Review External Plans and Policies .....	5
Meet with Affected Groups .....	5
Identify Codes and Regulations .....	6
Identify Critical Products, Services and Operations .....	6
Identify Internal Resources and Capabilities .....	6
Identify External Resources .....	7
Do an Insurance Review .....	7
<b>Conduct a Vulnerability Analysis .....</b>	<b>8</b>
List Potential Emergencies .....	8
Estimate Probability .....	9
Assess the Potential Human Impact .....	9
Assess the Potential Property Impact .....	9
Assess the Potential Economic Impact .....	10
Assess Internal and External Resources .....	10
Add the Columns .....	10

#### STEP 3 - DEVELOP THE PLAN

<b>Plan Components .....</b>	<b>11</b>
Executive Summary .....	11
Emergency Management Elements .....	11
Emergency Response Procedures .....	12
Support Documents .....	12
<b>The Development Process .....</b>	<b>13</b>
Identify Challenges and Prioritize Activities .....	13

## TABLE OF CONTENTS

Write the Plan .....	13
Establish a Training Schedule .....	13
Coordinate with Outside Organizations .....	13
Maintain Contact with Other Government Offices .....	14
Review, Conduct Training and Revise .....	14
Seek Final Approval .....	14
Distribute the Plan .....	14
 <b>STEP 4 - IMPLEMENT THE PLAN</b>	
<b>Integrate the Plan into Municipal Operations .....</b>	<b>15</b>
 <b>Conduct Training .....</b>	<b>16</b>
Planning Considerations .....	16
Training Activities .....	16
Employee Training .....	17
 <b>Evaluate and Modify the Plan .....</b>	<b>18</b>
 <b>SECTION 2: EMERGENCY MANAGEMENT CONSIDERATIONS</b>	
<b>Direction and Control .....</b>	<b>21</b>
Emergency Management Group (EMG) .....	21
Incident Command System (ICS) .....	22
Emergency Operations Center (EOC) .....	22
Planning Considerations .....	23
Security .....	23
Coordination of Outside Response .....	23
 <b>Communications .....</b>	<b>25</b>
Contingency Planning .....	25
Emergency Communications .....	25
Family Communications .....	26
Notification .....	26
Warning .....	26
 <b>Life Safety .....</b>	<b>27</b>
Evacuation Planning .....	27
Evacuation Routes and Exits .....	27
Assembly Areas and Accountability .....	28
Shelter .....	28
Training and Information .....	28
Family Preparedness .....	28

## TABLE OF CONTENTS

<b>Property Protection</b> .....	29
Planning Considerations.....	29
Protection Systems .....	29
Mitigation.....	29
Facility Shutdown.....	30
Records Preservation.....	31
Site Security .....	31
<b>Community Outreach</b> .....	33
Involving the Community.....	33
Mutual Aid Agreements.....	33
Community Service.....	34
Public Information.....	34
Media Relations .....	35
<b>Recovery and Restoration</b> .....	37
Planning Considerations.....	37
Continuity of Management .....	37
Insurance .....	38
Employee Support .....	38
Resuming Operations .....	39
<b>Administration and Logistics</b> .....	41
Administrative Actions.....	41
Logistics .....	41
<b>SECTION 3: HAZARD-SPECIFIC INFORMATION</b>	
<b>Fire</b> .....	43
<b>Hazardous Materials Incidents</b> .....	45
<b>Terrorism</b> .....	47
<b>Floods and Flash Floods</b> .....	49
<b>Tornadoes</b> .....	51
<b>Severe Winter Storms</b> .....	53
<b>Earthquakes</b> .....	55
<b>Technological Emergencies</b> .....	57

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INTRODUCTION

## INTRODUCTION

About this Guide

What is an Emergency?

What is Emergency Management?

Making the “Case” for Emergency Management





**INTRODUCTION.** A freight train carrying hazardous materials and explosives derails in Shepherdsville, Kentucky causing the evacuation of more than 1,000 people.

## INTRODUCTION

A 1997 flood inundates Kentucky river cities taking 23 lives and causing \$400 million in damages over a period of only 10 days.

A student walks into his Paducah, Kentucky high school and opens fire on a morning prayer group killing three and injuring five.

A tornado rips through Owensboro, Kentucky causing \$40 million in damage to private property, \$20 million to public property and \$2.4 million to businesses.

Every year emergencies take their toll on cities and utilities — in lives and dollars. But something can be done. Communities can limit injuries and damages and return more quickly to normal operations if they plan ahead.

### About This Guide

This guide provides step-by-step advice on how to create and maintain a comprehensive emergency management program. It can be used by municipalities, utilities or any organization where a sizable number of people work or gather.

Whether you operate from a high-rise building or an industrial complex; whether you own, rent or lease your property; whether you are a large or small city; whether you have a Main Street location or are located in the suburbs or the rural environment; the concepts in this guide will apply.

To begin, you need not have in depth knowledge of emergency management. What you need is the authority to create a plan and a commitment from the mayor or governing body to make emergency management part of your community's culture.

If you already have a plan, use this guide as a resource to assess and update your plan.

The guide is organized as follows:

**Section 1: 4 Steps in the Planning Process** — how to form a planning team; how to conduct a vulnerability analysis; how to develop a plan; and how to implement the plan. The information can be applied to virtually any city or utility, regardless of size.

**Section 2: Emergency Management Considerations** — how to build such emergency management capabilities as life safety, property protection, communications and community outreach.

**Section 3: Hazard-Specific Information** — technical information about specific hazards your facility may face.

### What Is An Emergency?

An emergency is any unplanned event that can cause deaths or significant injuries to inhabitants, employees, constituents or the general public; or that can shut down your community, disrupt operations, cause physical or environmental damage, or threaten the city's financial standing or public image.

Obviously, numerous events can be “emergencies,” including:

- Terrorism
- Hazardous materials incident
- Flood or flash flood
- Act of terrorism
- Tornado
- Winter storm
- Earthquake
- Communications failure
- Radiological accident
- Civil disturbance
- Fire
- Explosion

The term “disaster” has been left out of this document because it lends itself to a preconceived notion of a large-scale event, usually a “natural disaster.” In fact, each event must be addressed within the context of the impact it has on the community.

What might constitute a nuisance to a large city could be a “disaster” to a small one.

### What Is Emergency Management?

Emergency management is the process of preparing for, mitigating, responding to and recovering from an emergency.

Emergency management is a dynamic process. Planning, though critical, is not the only component. Training, conducting drills, testing equipment and coordinating activities with the community are other important functions.

### Making the “Case” for Emergency Management

To be successful, emergency management requires upper management support. The mayor sets the tone by authorizing planning to take place and directing other municipal officials to get involved.

When presenting the “case” for emergency management, avoid dwelling on the negative effects of an emergency (e.g., deaths, fines, criminal prosecution) and emphasize the positive aspects of preparedness. For example:

- It helps cities fulfill their moral responsibility to protect, constituents, inhabitants, the community and the environment.
- It facilitates compliance with regulatory requirements of federal, state and local agencies.
- It enhances a city/utility's ability to recover from financial losses, regulatory fines, loss of tax base, damages to infrastructure or business interruption.
- It reduces exposure to civil or criminal liability in the event of an incident.
- It enhances a city's image and credibility with constituents, and the community.
- It may reduce your insurance premiums.

#### 4 STEPS IN THE PLANNING PROCESS

STEP 1  
Establish a Planning Team

STEP 2  
Analyze Capabilities and Hazards

STEP 3  
Develop the Plan

STEP 4  
Implement the Plan



**ESTABLISH A PLANNING TEAM.** There must be an individual or group in charge of developing the emergency management plan. The following is guidance for making the appointments.

## STEP 1

### ESTABLISH A PLANNING TEAM

#### Form the Team

The size of the planning team will depend on the city or facility's operations, requirements and resources. Usually involving a group of people is best because:

- It encourages participation and gets more people invested in the process.
- It increases the amount of time and energy participants are able to give.
- It enhances the visibility and stature of the planning process.
- It provides for a broad perspective on the issues.

Determine who can be an active member and who can serve in an advisory capacity. In most cases, one or two people will be doing the bulk of the work. At the very least, you should obtain input from all functional areas. Remember:

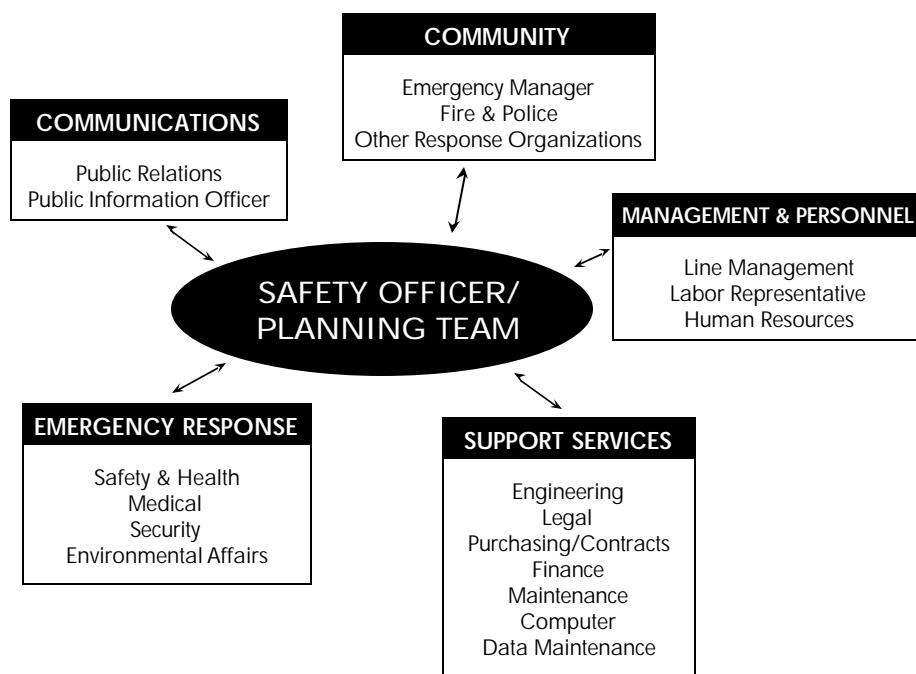
- Elected officials
- City administration, including
- City Clerks
- Human resources
- Engineering and maintenance
- Safety, health and environmental affairs
- Public information officer

- Law enforcement
- Fire/EMS
- Water/Wastewater utility
- Electric utility
- Natural gas system
- Telecommunication
- Transportation
- Community
- Finance and purchasing

Have participants appointed in writing.

Their job descriptions could also reflect this assignment.

*Here's one example of a planning team.*



### Establish Authority

Demonstrate your city's commitment and promote an atmosphere of cooperation by "authorizing" the planning group to take the steps necessary to develop a plan. The group should be led by the mayor, city manager or utility director.

Establish a clear line of authority between group members and the group leader, though not so rigid as to prevent the free flow of ideas.

### Issue a Mission Statement

Have the mayor, city manager or utility director issue a mission statement to demonstrate commitment to emergency management. The statement should:

- Define the purpose of the plan and indicate that it will involve the entire organization
- Define the authority and structure of the planning group

### Establish a Schedule and Budget

Establish a work schedule and planning deadlines. Timelines can be modified as priorities become more clearly defined.

Develop an initial budget for such things as research, printing, seminars, consulting services and other expenses that may be necessary during the development process.

**ANALYZE CAPABILITIES AND HAZARDS.** This step entails gathering information about current capabilities and about possible hazards and emergencies, and then conducting a vulnerability analysis to determine the city's capabilities for handling emergencies.

## STEP 2

### ANALYZE CAPABILITIES AND HAZARDS

#### WHERE DO YOU STAND RIGHT NOW?

##### Review Internal Plans and Policies

Documents to look for include:

- Evacuation plan
- Fire protection plan
- Safety and health program
- Environmental policies
- Security procedures
- Insurance programs
- Finance and purchasing procedures
- Facility closing policy
- Employee manuals
- Hazardous materials plan
- Process safety assessment
- Risk management plan
- Capital improvement program

##### Review External Plans and Policies

- City/County disaster plans
- Mutual aid agreements

##### Meet with Affected Groups

Meet with department heads, community organizations and utilities. Ask about potential emergencies and about plans and available resources for responding to them. Sources of information include:

- Community emergency management office
- Mayor or City Administrator's office
- Local Emergency Planning Committee (LEPC)
- Fire Department
- Police Department
- Emergency Medical Services organizations
- American Red Cross
- National Weather Service
- Public Works Department
- Planning Commission
- Telephone companies
- Water/Wastewater utilities
- Electric utilities
- Natural gas system
- Electric utilities
- Neighboring cities/ communities

While researching potential emergencies, one facility discovered that a dam — 50 miles away — posed a threat to its community. The facility was able to plan accordingly.

One way to increase response capabilities is to identify employee skills (medical, engineering, communications, foreign language) that might be needed in an emergency.

## Identify Codes and Regulations

Identify applicable federal, state and local regulations such as:

- Occupational safety and health regulations
- Environmental regulations
- Fire codes
- Seismic safety codes
- Transportation regulations
- Zoning regulations
- City policies

## Identify Critical Products, Services and Operations

You'll need this information to assess the impact of potential emergencies and to determine the need for backup systems. Areas to review include:

- City services and the facilities and equipment needed to produce them
- Products and services provided by suppliers, especially sole source vendors
- Lifeline services such as electrical power, water, sewer, gas, telecommunications and transportation
- Operations, equipment and personnel vital to the continued functioning of the city or utility

## Identify Internal Resources and Capabilities

Resources and capabilities that could be needed in an emergency include:

- Personnel — fire service, hazardous materials response team, emergency medical services, security, emergency management group, evacuation team, public information officer
- Equipment — fire protection and suppression equipment, communications equipment, first aid supplies, emergency supplies, warning systems, emergency power equipment, decontamination equipment
- Facilities — emergency operating center, media briefing area, shelter areas, first-aid stations, sanitation facilities
- Organizational capabilities — training, evacuation plan, employee support system
- Backup systems — arrangements with other facilities to provide for:
  - ? Basic Community Services
  - ? Communications
  - ? Supplies
  - ? Information systems support
  - ? Emergency power
  - ? Recovery support



Identify External Resources	Do an Insurance Review
<p data-bbox="168 268 586 457">There are many external resources that could be needed in an emergency. In some cases, formal agreements may be necessary to define the city's relationship with the following:</p> <ul data-bbox="168 489 594 1220" style="list-style-type: none"> <li data-bbox="168 489 553 552">• Local emergency management office</li> <li data-bbox="168 583 383 615">• Fire Department</li> <li data-bbox="168 646 548 709">• Hazardous materials response organization</li> <li data-bbox="168 741 521 772">• Emergency medical services</li> <li data-bbox="168 804 302 835">• Hospitals</li> <li data-bbox="168 867 444 898">• Local and state police</li> <li data-bbox="168 930 581 961">• Community service organizations</li> <li data-bbox="168 993 282 1024">• Utilities</li> <li data-bbox="168 1056 334 1087">• Contractors</li> <li data-bbox="168 1119 594 1150">• Suppliers of emergency equipment</li> <li data-bbox="168 1182 402 1213">• Insurance carriers</li> </ul>	<p data-bbox="643 268 1081 363">Meet with insurance carriers to review all policies. (See Section 2: Recovery and Restoration.)</p>

## CONDUCT A VULNERABILITY ANALYSIS

The next step is to assess the vulnerability of your city or utility — the probability and potential impact of each emergency. Use the Vulnerability Analysis Chart in the appendix section to guide the process, which entails assigning probabilities, estimating impact and assessing resources, using a numerical system. The lower the score the better. Higher scores identify area of greatest vulnerability and planning needs.

### List Potential Emergencies

In the first column of the chart, list all emergencies that could affect your city, including those identified by your local emergency management office. Consider both:

- Emergencies that could occur within your city
- Emergencies that could occur in your broader community

A sample list might include:

- A) Winter storm
- B) Flood
- C) Terror bombing
- D) Workplace violence
- E) Earthquake
- F) Hazardous materials spill
- G) Toxic fire
- H) Pathological agent release
- I) Massive power failure
- J) School shooting
- K) Massive radiation release
- L) Fallen aircraft
- M) Tornado/windstorm

Below are other factors to consider.

- Historical — What types of emergencies have occurred in the community, at this facility or at other facilities in the area?
  - ? Fires
  - ? Severe weather

- ? Terrorism
- ? Transportation accidents
- ? Earthquakes
- ? Hurricanes
- ? Tornadoes
- ? Hazardous material spills
- ? Utility outages

- Geographic — What can happen as a result of the city's location? Keep in mind:

- ? Proximity to flood plains, seismic faults and dams
- ? Proximity to companies or government agencies that produce, store, use or transport hazardous materials
- ? Proximity to major transportation routes and airports
- ? Proximity to nuclear power plants

- Technological — What could result from a process or system failure? Possibilities include:

- ? Fire, explosion, hazardous materials incident
- ? Safety system failure
- ? Telecommunications failure
- ? Computer system failure
- ? Heating/cooling system failure
- ? Emergency notification system failure
- ? Utility interruption

- Human Error — What emergencies can be caused by employee error? Are employees trained to work safely? Do they know what to do in an emergency?

Human error is the single largest cause of workplace emergencies and can result from:

- ? Poor training
- ? Poor maintenance
- ? Carelessness
- ? Misconduct
- ? Substance abuse
- ? Fatigue

- **Physical** — What types of emergencies could result from the design or construction of buildings and facilities? Does the physical facility enhance safety? Consider:
  - ? The physical construction of the facility
  - ? Hazardous materials
  - ? Facilities for storing combustibles
  - ? Layout of equipment
  - ? Lighting
  - ? Evacuation routes and exits
  - ? Proximity of shelter areas
- **Regulatory** — What emergencies or hazards are you regulated to deal with?

Analyze each potential emergency from beginning to end. Consider what could happen as a result of:

- ? Prohibited access to city facilities and equipment
- ? Loss of electric power
- ? Communication lines down
- ? Ruptured gas mains
- ? Water damage
- ? Smoke damage
- ? Structural damage
- ? Air or water contamination
- ? Explosion
- ? Building collapse
- ? Trapped persons
- ? Chemical release/potential contaminated mail/workplace violence/facility security

## Estimate Probability

In the Probability column, rate the likelihood of each emergency's occurrence. This is a subjective consideration, but useful nonetheless.

Use a simple scale of 1 to 5 with 1 as the lowest probability and 5 as the highest.

## Assess the Potential Human Impact

Analyze the potential community impact of each emergency — the possibility of death or injury.

Assign a rating in the Human Impact column of the Vulnerability Analysis Chart. Use a 1 to 5 scale with 1 as the lowest impact and 5 as the highest.

## Assess the Potential Property Impact

Consider the potential property for losses and damages. Again, assign a rating in the Property Impact column, 1 being the lowest impact and 5 being the highest. Consider:

- Cost to replace
- Cost to set up temporary replacement
- Cost to repair

A city's vulnerability analysis concluded that a "small" fire could be as catastrophic to the city as a computer system failure. The planning group discovered that city employees did not know how to use fire extinguishers, and that the city lacked any kind of evacuation or emergency response system.

TYPE OF EMERGENCY	Probability	Human Impact	Property Impact	Business Impact	Internal Resources	External Resources	Total
	High 5 ← 1 Low	High Impact 5 ← 1 Low Impact	5 ← 1 Low Impact		Weak Resources 5 ← 1 Strong Resources		

A full page chart is located on page 19

When assessing resources, remember that community emergency workers — police, paramedics, fire-fighters — will focus their response where the need is greatest. Or they may be victims themselves and be unable to respond immediately. That means response may be delayed.

## Assess the Potential Economic Impact

Consider the potential loss to local businesses and revenue producing operations of the city or utility. Assign a rating in the Economic Impact column. Again, 1 is the lowest impact and 5 is the highest. Assess the impact of:

- Local employees unable to report to work
- Customers unable to reach supervisors or vendors
- Companies in violation of contractual agreements
- Imposition of fines and penalties or legal costs
- Interruption of critical supplies
- Interruption of product distribution

## Assess Internal and External Resources

Next assess your resources and ability to respond. Assign a score to your Internal Resources and External Resources. The lower the score the better.

To help you do this, consider each potential emergency from beginning to end and each resource that would be needed to respond. For each emergency ask these questions:

- Do we have the needed resources and capabilities to respond?
- Will external resources be able to respond to this emergency as quickly as we may need them, or will they have other priority areas to serve?

If the answers are yes, move on to the next assessment. If the answers are no, identify what can be done to correct the problem. For example, you may need to:

- Develop additional emergency procedures
- Conduct additional training
- Acquire additional equipment
- Establish mutual aid agreements
- Establish agreements with specialized contractors

## Arrange for equipment/supplies

## Add the Columns

Total the scores for each emergency. The lower the score the better. While this is a subjective rating, the comparisons will help determine planning and resource priorities — the subject of the pages to follow.

**DEVELOP THE PLAN.** You are now ready to develop an emergency management plan. This section describes how.

## STEP 3

### DEVELOP THE PLAN

#### PLAN COMPONENTS

Your plan should include the following basic components.

##### Executive Summary

The executive summary gives local leadership a brief overview of:

- The purpose of the plan
- The city's emergency management policy
- Authorities and responsibilities of key personnel
- The types of emergencies that could occur
- Where response operations will be managed

##### Emergency Management Elements

This section of the plan briefly describes the core elements of emergency management, which are:

- Direction and control
- Communications
- Life safety
- Property protection
- Community outreach
- Recovery and restoration
- Administration and logistics

These elements, which are described in detail in Section 2, are the foundation for the emergency procedures that your city or utility will follow to protect personnel, the community and equipment and will allow your community to resume operations.

In an emergency, all personnel should know:

1. What is my role?
2. Where should I go?

Some facilities are required to develop:

- Emergency escape procedures and routes
- Procedures for employees who perform or shut down critical operations before an evacuation
- Procedures to account for all employees, visitors and contractors after an evacuation is completed
- Rescue and medical duties for assigned employees
- Procedures for reporting emergencies
- Names of persons or departments to be contacted for information regarding the plan

## Emergency Response Procedures

The procedures spell out how the city or facility will respond to emergencies. Whenever possible, develop them as a series of check-lists that can be quickly accessed by the mayor, senior management, department heads, response personnel and employees.

Determine what actions would be necessary to:

- Assess the situation
- Protect the community, employees, equipment, vital records and other assets, particularly during the first three days
- Get the city back up and running

Specific procedures might be needed for any number of situations such as bomb threats or tornadoes, and for such functions as :

- Warning employees and the community
- Communicating with personnel and community responders
- Conducting an evacuation plan and accounting for all persons in the facility
- Managing response activities
- Activating and operating an emergency operations center
- Fighting fires
- Shutting down operations
- Protecting vital records
- Restoring operations

## Support Documents

Documents that could be needed in an emergency include:

- Emergency call lists — lists (wallet size if possible) of all persons on and off site who would be involved in responding to an emergency, their responsibilities and their 24-hour telephone numbers
- Building and site maps that indicate:
  - ? Utility shutoffs
  - ? Water hydrants
  - ? Water main valves
  - ? Water lines
  - ? Gas main valves
  - ? Gas lines
  - ? Electrical cutoffs
  - ? Electrical substations
  - ? Storm drains
  - ? Sewer lines
  - ? Location of each building (include name of building, street name and number)
  - ? Floor plans
  - ? Alarm and enunciators
  - ? Fire extinguishers
  - ? Fire suppression systems
  - ? Exits
  - ? Stairways
  - ? Designated escape routes
  - ? Restricted areas
  - ? Hazardous materials (including cleaning supplies and chemicals)
  - ? High-value items
- Resource lists — lists of major resources (equipment, supplies, services) that could be needed in an emergency; mutual aid agreements with other cities and government agencies

## THE DEVELOPMENT PROCESS

The following is guidance for developing the plan.

### Identify Challenges and Prioritize Activities

Determine specific goals and milestones. Make a list of tasks to be performed, by whom and when. Determine how you will address the problem areas and resource shortfalls that were identified in the vulnerability analysis.

### Write the Plan

Assign each member of the planning group a section to write. Determine the most appropriate format for each section.

Establish an aggressive timeline with specific goals. Provide enough time for completion of work, but not so much as to allow assignments to linger. Establish a schedule for:

- First draft
- Review
- Second draft
- Tabletop exercise
- Final draft
- Printing
- Distribution

### Establish a Training Schedule

Have one person or department responsible for developing a training schedule for your city or utility. For specific ideas about training, refer to Step 4.

### Coordinate with Outside Organizations

Meet periodically with the local disaster and emergency management coordinator, other government agencies, and community organizations. Inform appropriate government agencies that you are creating an emergency management plan. While their official approval may not be required, they (and you) will want both plans to be coordinated. Local disaster and emergency management officials will likely have valuable insights and information to offer.

Determine state and local requirements for reporting emergencies, and incorporate them into your procedures.

Determine protocols for turning control of a response over to outside agencies. Some details that may need to be worked out are:

- Which gate or entrance will responding units use?
- Where and to whom will they report?
- How will they be identified?
- How will city personnel communicate with external responders?
- Who will be in charge of response activities?

Determine what kind of identification authorities will require to allow your key personnel into the incident area during an emergency.

Determine the needs of disabled persons and non-English-speaking personnel. For example, a blind employee could be assigned a partner in case an evacuation is necessary.

The Americans with Disabilities Act (ADA) defines a disabled person as anyone who has a physical or mental impairment that substantially limits one or more major life activities, such as seeing, hearing, walking, breathing, performing manual tasks, learning, caring for oneself or working.

Your emergency planning priorities may be influenced by government regulation. To remain in compliance you may be required to address specific emergency management functions that might otherwise be a lower priority activity for that given year.

Consolidate emergency plans for better coordination. Stand-alone plans, such as a Spill Prevention Control and Countermeasures (SPCC) plan, fire protection plan or safety and health plan, should be incorporated into one comprehensive plan.

## Maintain Contact with Other Government Offices

Communicate with other offices and divisions in your county and state to learn:

- Their emergency notification requirements
- The conditions where mutual assistance would be necessary
- How local government agencies will support each other in an emergency
- Names, telephone numbers and pager numbers of key personnel

Incorporate this information into your procedures.

## Review, Conduct Training and Revise

Distribute the first draft to group members for review. Revise as needed.

For a second review, conduct a tabletop exercise with officials and personnel who have a key emergency management responsibility. In a conference room setting, describe an emergency scenario and have participants discuss their responsibilities and how they would react to the situation. Based on this discussion, identify areas of confusion and overlap, and modify the plan accordingly.

## Seek Final Approval

Arrange a briefing for the mayor and senior management and obtain written approval.

## Distribute the Plan

Place the final plan in three-ring binders and number all copies and pages. Each individual who receives a copy should be required to sign for it and be responsible for posting subsequent changes.

Distribute the final plan to:

- City officials and public works personnel
- Key members of the city/utility's emergency response organization
- City Hall
- Community emergency response agencies (appropriate sections)

Have key personnel keep a copy of the plan in their homes.

Inform personnel about the plan and training schedule.



**IMPLEMENT THE PLAN.** Implementation means more than simply exercising the plan during an emergency. It means acting on recommendations made during the vulnerability analysis, integrating the plan into city/utility operations, training employees and evaluating the plan.

## STEP 4

### IMPLEMENT THE PLAN

#### INTEGRATE THE PLAN INTO COMPANY OPERATIONS

Emergency planning must become part of the local government culture.

Look for opportunities to build awareness; to educate and train personnel; to test procedures; to involve all levels of management, all departments and the community in the planning process; and to make emergency management part of what personnel do on a day-to-day basis.

Test how completely the plan has been integrated by asking:

- How well do senior officials support the responsibilities outlined in the plan?
- Have emergency planning concepts been fully incorporated into the city's accounting, personnel and financial procedures?
- How can the city's processes for evaluating employees and defining job classifications better address emergency management responsibilities?
- Are there opportunities for distributing emergency preparedness information through newsletters, employee manuals or employee mailings?

- What kinds of safety posters or other visible reminders would be helpful?
- Do personnel know what they should do in an emergency?
- How can all levels of the organization be involved in evaluating and updating the plan?

## CONDUCT TRAINING

Everyone who works for the city/utility requires some form of training. This could include periodic employee discussion sessions to review procedures, technical training in equipment use for emergency responders, evacuation drills and full scale exercises. Below are basic considerations for developing a training plan.

### Planning Considerations

Assign responsibility for developing a training plan. Consider the training and information needs for employees, contractors, visitors, managers and those with an emergency response role identified in the plan.

Determine for a 12-month period:

- Who will be trained
- Who will do the training
- What training activities will be used
- When and where each session will take place
- How the session will be evaluated and documented

Use the Training Drills and Exercises Chart in the appendix section to schedule training activities or create one of your own.

Consider how to involve community responders in training activities.

Conduct reviews after each training activity. Involve both personnel and community responders in the evaluation process.

### Training Activities

Training can take many forms:

- Orientation and Education Sessions — These are regularly scheduled discussion sessions to provide information, answer questions and identify needs and concerns.
- Tabletop Exercise — Members of the emergency management group meet in a conference room setting to discuss their responsibilities and how they would react to emergency scenarios. This is a cost-effective and efficient way to identify areas of overlap and confusion before conducting more demanding training activities.
- Walk-through Drill — The emergency management group and response teams actually perform their emergency response functions. This activity generally involves more people and is more thorough than a tabletop exercise.
- Functional Drills — These drills test specific functions such as medical response, emergency notifications, warning and communications procedures and equipment, though not necessarily at the same time. Personnel are asked to evaluate the systems and identify problem areas.

- **Evacuation Drill** — Personnel walk the evacuation route to a designated area where procedures for accounting for all personnel are tested. Participants are asked to make notes as they go along of what might become a hazard during an emergency, e.g., stairways cluttered with debris, smoke in the hallways. Plans are modified accordingly.
- **Full-scale Exercise** — A real-life emergency situation is simulated as closely as possible. This exercise involves local emergency response personnel, employees, management and community response organizations.

## Employee Training

General training for all employees should address:

- Individual roles and responsibilities
- Information about threats, hazards and protective actions
- Notification, warning and communications procedures
- Means for locating family members in an emergency
- Emergency response procedures
- Evacuation, shelter and accountability procedures
- Location and use of common emergency equipment
- Emergency shutdown procedures

The scenarios developed during the vulnerability analysis can serve as the basis for training events.

OSHA training requirements are a minimum standard for many facilities that have a fire brigade, hazardous materials team, rescue team or emergency medical response team.

	January	February	March	April	May	June	July	August	September	October	November	December
MANAGEMENT ORIENTATION/REVIEW												
EMPLOYEE ORIENTATION/REVIEW												
CONTRACTOR ORIENTATION/REVIEW												
COMMUNITY/MEDIA ORIENTATION/REVIEW												
MANAGEMENT TABLETOP EXERCISE												
RESPONSE TEAM TABLETOP EXERCISE												
WALK-THROUGH DRILL												
FUNCTIONAL DRILLS												
EVACUATION DRILL												
FULL-SCALE EXERCISE												

A full page chart is located on page 20

When siting a new facility, conduct a hazard analysis of the area. Modify your plan when a new site becomes operable.

## EVALUATE AND MODIFY THE PLAN

Conduct a formal audit of the entire plan at least once a year. Among the issues to consider are:

- How can you involve all levels of management in evaluating and updating the plan?
- Are the problem areas and resource shortfalls identified in the vulnerability analysis being sufficiently addressed?
- Does the plan reflect lessons learned from drills and actual events?
- Do members of the emergency management group and emergency response team understand their respective responsibilities? Have new members been trained?
- Does the plan reflect changes in the physical layout of the area?
- Are photographs and other records of city assets up to date?
- Is the city/utility attaining its training objectives?
- Have the hazards changed?
- Are the names, titles and telephone numbers in the plan current?
- Are steps being taken to incorporate emergency management into other facility processes?
- Have community agencies and organizations been briefed on the plan? Are they involved in evaluating the plan?

In addition to a yearly audit, evaluate and modify the plan at these times:

- After each training drill or exercise
- After each emergency
- When personnel or their responsibilities change
- When the layout or design of the city or utility changes
- When policies or procedures change

Remember to brief personnel on changes to the plan.

Vulnerability Analysis Chart

TYPE OF EMERGENCY	Probability	Human Impact	Property Impact	Business Impact	Internal Resources	External Resources	Total
	High 5 ↔ Low 1	High Impact 5 ↔ Low Impact 1	5 ↔ 1	1 ↔ Low Impact	Weak Resources 5 ↔ Strong Resources 1		

The lower the score the better

Training Drills and Exercises

	January	February	March	April	May	June	July	August	September	October	November	December
MANAGEMENT ORIENTATION/REVIEW												
EMPLOYEE ORIENTATION/REVIEW												
CONTRACTOR ORIENTATION/REVIEW												
COMMUNITY/MEDIA ORIENTATION/REVIEW												
MANAGEMENT TABLETOP EXERCISE												
RESPONSE TEAM TABLETOP EXERCISE												
WALK-THROUGH DRILL												
FUNCTIONAL DRILLS												
EVACUATION DRILL												
FULL -SCALE EXERCISE												

**EMERGENCY MANAGEMENT CONSIDERATIONS**

This section describes the core operational considerations of emergency management. They are:

- Direction and Control
- Communications
- Life Safety
- Property Protection
- Community Outreach
- Recovery and Restoration
- Administration and Logistics





**DIRECTION AND CONTROL.** Someone must be in charge in an emergency. The system for managing resources, analyzing information and making decisions in an emergency is called direction and control. The direction and control system described below assumes a city utility of sufficient size. Your situation may require a less sophisticated system, but the principles described here will still apply.

## FUNCTION

### DIRECTION AND CONTROL

The configuration of your system will depend on many factors. Larger cities may have their own fire dept., emergency medical technicians or hazardous materials team, while smaller cities may need to rely on mutual aid agreements. They may also be able to consolidate positions or combine responsibilities.

### Emergency Management Group (EMG)

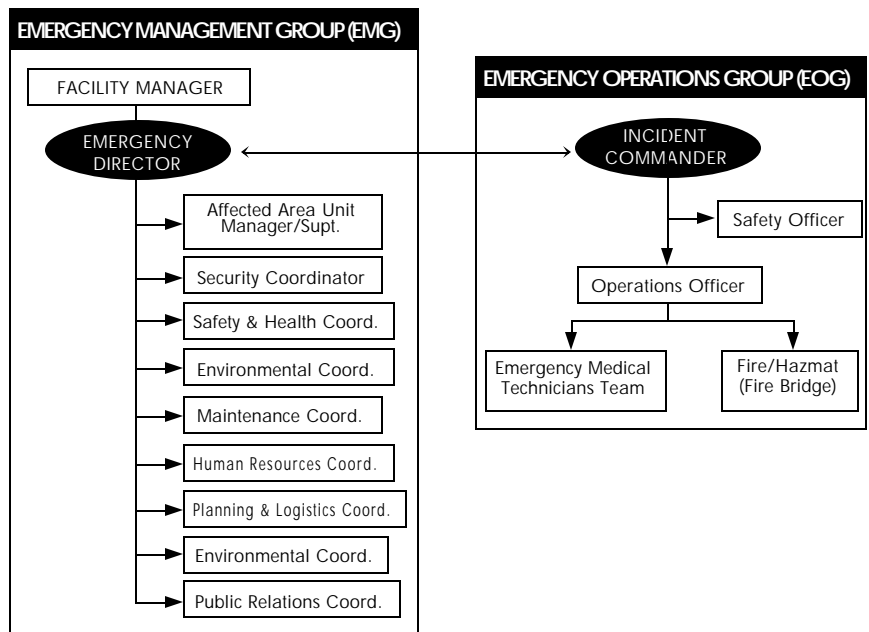
The EMG is the team responsible for the big picture. It controls all incident-related activities. The Incident Commander (IC) oversees the technical aspects of the response.

The EMG supports the IC by allocating resources and by interfacing with the community, the media, outside response organizations and regulatory agencies.

The EMG is headed by the Emergency Director (ED), who should be the mayor, utility manager, or designated Incident Commander. The ED is in command and control of all aspects of the emergency. Other EMG members should be senior managers who have the authority to:

- Determine the short- and long-term effects of an emergency
- Order the evacuation or shutdown of the city/utility
- Interface with outside organizations and the media
- Issue press releases

The relationship between the EMG and the IC is shown in Figure 1.



In a hazardous materials accident, an off-site medic was exposed to the spilled material and required hospitalization. It was determined that the person was able to enter the hazardous area unprotected because no one among a host of managers and facility responders was "in charge" at the scene.

#### EOC Resources:

- Communications equipment
- A copy of the emergency management plan and EOC procedures
- Blueprints, maps, status boards
- A list of EOC personnel and descriptions of their duties
- Technical information and data for advising responders
- Building security system information
- Information and data management capabilities
- Telephone directories
- Backup power, communications and lighting
- Emergency supplies

## Incident Command System (ICS)

The ICS was developed specifically for the fire service, but its principles can be applied to all emergencies. The ICS provides for coordinated response and a clear chain of command and safe operations.

The Incident Commander (IC) is responsible for front-line management of the incident, for tactical planning and execution, for determining whether outside assistance is needed and for relaying requests for internal resources or outside assistance through the Emergency Operations Center (EOC).

The IC can be any employee, but a senior official with the authority to make decisions is usually the best choice.

The IC must have the capability and authority to:

- Assume command
- Assess the situation
- Implement the emergency management plan
- Determine response strategies
- Activate resources
- Order an evacuation
- Oversee all incident response activities
- Declare that the incident is "over"

## Emergency Operations Center (EOC)

The EOC serves as a centralized management center for emergency operations. Here, decisions are made by the EMG based upon information provided by the IC and other personnel. Regardless of size or process, every city should designate an area where decision-makers can gather during an emergency.

The EOC should be located in an area not likely to be involved in an incident, perhaps city hall, the courthouse, a conference room or the training center. An alternate EOC should be designated in the event that the primary location is not usable.

Each facility must determine its requirements for an EOC based upon the functions to be performed and the number of people involved. Ideally, the EOC is a dedicated area equipped with communications equipment, reference materials, activity logs and all the tools necessary to respond quickly and appropriately to an emergency.

## Planning Considerations

To develop a direction and control system:

- Define the duties of personnel with an assigned role. Establish procedures for each position. Prepare checklists for all procedures.
- Define procedures and responsibilities for security, fire fighting, medical and health, and engineering.
- Determine lines of succession to ensure continuous leadership, authority and responsibility in key positions.
- Determine equipment and supply needs for each response function.
- At a minimum, assign all personnel responsibility for:
  - ? Recognizing and reporting an emergency
  - ? Warning other employees in the area
  - ? Taking security and safety measures
  - ? Evacuating safely
- Provide training.

## Security

Isolation of the incident scene must begin when the emergency is discovered. If possible, the discoverer should attempt to secure the scene and control access, but no one should be placed in physical danger to perform these functions.

Basic security measures include:

- Cordoning off the area
- Rerouting traffic

- If indoors, closing doors or windows
- Establishing temporary barriers with furniture after people have safely evacuated
- Dropping containment materials (sorbent pads, etc.) in the path of leaking materials
- Closing file cabinets or desk drawers

Only trained personnel should be allowed to perform advanced security measures. Access to the site, the EOC and the incident scene should be limited to persons directly involved in the response.

## Coordination of Outside Response

In some cases, laws, codes, prior agreements or the very nature of the emergency require the IC to turn operations over to an outside response organization.

When this happens, the protocols established between the facility and outside response organizations are implemented.

The IC keeps track of which organizations are on-site and how the response is being coordinated. This helps increase personnel safety and accountability, and prevents duplication of effort.

Keep detailed logs of actions taken during an emergency. Describe what happened, decisions made and any deviations from policy. Log the time for each event.



**COMMUNICATIONS.** Communications are essential to any public service operation. A communications failure can be a disaster in itself, cutting off vital activities. Communications are needed to report emergencies, to warn constituents of the danger, and to keep families and off-duty employees informed about what's happening.

## FUNCTION

## COMMUNICATIONS

### Contingency Planning

Plan for all possible contingencies from a temporary or short-term disruption to a total communications failure.

- Consider the everyday functions performed by your city and the communications, both voice and data, used to support them.
- Consider the impact if your communications were inoperable. How would this impact your emergency operations?
- Prioritize all communications. Determine which should be restored first in an emergency.
- Establish procedures for restoring communications systems.
- Talk to your communications vendors about their emergency response capabilities. Establish procedures for restoring services.
- Determine needs for backup communications for each business function. Options include messengers, telephones, portable microwave, amateur radios, point-to-point private lines, satellite, high-frequency radio.

### Emergency Communications

Consider the functions your city/utility might need to perform in an emergency and the communications systems needed to support them.

Consider communications between:

- Emergency responders
- Responders and the Incident Commander (IC)
- The IC and the Emergency Operations Center (EOC)
- The IC and employees
- The EOC and outside response organizations
- The EOC and neighboring businesses
- The EOC and employees' families
- The EOC and customers
- The EOC and media
- The EOC and other communities

Test communications often. A research firm discovered in a drill that its two-way radio system did not work, limiting communications between the Emergency Operating Center (EOC) and the Incident Commander (IC) to a single telephone line. The Emergency Management Group had failed to provide a backup radio for the EOC. Fortunately, this was discovered during training.

Test alarm systems monthly. One company conducted its first test of a sophisticated alarm system 21 years after the system was installed. Rather than alarm bells, the system played Christmas music.

Methods of communication include:

- Messenger
- Telephone
- Two-way radio
- FAX machine
- Satellite
- Dial-up modems
- Local area networks
- Hand signals

### Family Communications

In an emergency, personnel will need to know whether their families are okay. Taking care of one's loved ones is always a top priority.

Make plans for communicating with employees' families in an emergency.

Also, encourage employees to:

- Consider how they would communicate with their families in case they are separated from one another or injured in an emergency.
- Arrange for an out-of-town contact for all family members to call in an emergency.
- Designate a place to meet family members in case they cannot get home in an emergency.

### Notification

Establish procedures for employees to report an emergency. Inform employees of procedures. Train personnel assigned specific notification tasks.

Post emergency telephone numbers near each telephone, on employee bulletin boards and in other prominent locations.

Maintain an updated list of addresses and telephone and pager numbers of key emergency response personnel. Listen for tornado, hurricane and other severe weather warnings issued by the National Weather Service.

Determine government agencies' notification requirements in advance. Notification must be made immediately to local government agencies when an emergency has the potential to affect public health and safety.

Prepare announcements that could be made over public address systems.

### Warning

Establish a system for warning personnel of an emergency. The system should:

- Be audible or within view by all people in the facility
- Have an auxiliary power supply
- Have a distinct and recognizable signal

Make plans for warning persons with disabilities. For instance, a flashing strobe light can be used to warn hearing-impaired people.

Familiarize personnel with procedures for responding when the warning system is activated.

Establish procedures for warning others who may not be familiar with the facility's warning system.

Test your facility's warning system at least monthly.

**LIFE SAFETY.** Protecting the health and safety of everyone is the first priority during an emergency.

## FUNCTION

### LIFE SAFETY

#### Evacuation Planning

One common means of protection is evacuation. In the case of fire, an immediate evacuation to a predetermined area away from the site may be necessary. In a hurricane, evacuation could involve the entire community and take place over a period of days.

To develop an evacuation policy and procedure:

- Determine the conditions under which an evacuation would be necessary.
- Establish a clear chain of command. Identify personnel with the authority to order an evacuation. Designate "evacuation wardens" to assist others in an evacuation and to account for personnel.
- Establish specific evacuation procedures. Establish a system for accounting for personnel. Consider employees' transportation needs for community-wide evacuations.
- Establish procedures for assisting persons with disabilities and those who do not speak English.
- Post evacuation procedures.
- Designate personnel to continue or shut down critical operations while an evacuation is underway. They must be capable of recognizing when to abandon the operation and evacuate themselves.

- Coordinate plans with the local emergency management office.

#### Evacuation Routes and Exits

Designate primary and secondary evacuation routes and exits. Have them clearly marked.

Post signs.

Install emergency lighting in case a power outage occurs during an evacuation.

Ensure that evacuation routes and emergency exits in buildings are:

- Wide enough to accommodate the number of evacuating personnel
- Clear and unobstructed at all times
- Unlikely to expose evacuating personnel to additional hazards

Have evacuation routes evaluated by someone not in your organization.

Consider how you would access important personal information about employees (home phone, next-of-kin, medical) in an emergency. Storing information on computer disks or in sealed envelopes are two options.

A gas explosion and fire in a nursing home caused the evacuation of all patients, most of whom were disabled. Because the staff had trained for this scenario, all patients were evacuated safely.

Search and rescue should be conducted only by properly trained and equipped professionals. Death or serious injury can occur when untrained employees reenter a damaged or contaminated facility.

## Assembly Areas and Accountability

Obtaining an accurate account of personnel after a site evacuation requires planning and practice.

- Designate assembly areas where personnel should gather after evacuating.
- Take a head count after the evacuation. The names and last known locations of personnel not accounted for should be determined and given to the EOC. (Confusion in the assembly areas can lead to unnecessary and dangerous search and rescue operations.)
- Establish a method for accounting for non-employees such as citizens, suppliers, and customers.
- Establish procedures for further evacuation in case the incident expands. This may consist of sending employees home by normal means or providing them with transportation to an off-site location.

## Shelter

In some emergencies, the best means of protection is to take shelter either within the facility or away from the facility in a public building.

- Consider the conditions for taking shelter, e.g., tornado warning.
- Identify shelter space in the facility and in the community. Establish procedures for sending personnel to shelter.
- Determine needs for emergency supplies such as water, food and medical supplies.

- Designate shelter managers, if appropriate.

- Coordinate plans with local authorities.

## Training and Information

Train employees in evacuation, shelter and other safety procedures. Conduct sessions at least annually or when:

- Employees are hired
- Evacuation wardens, shelter managers and others with special assignments are designated
- New equipment, materials or processes are introduced
- Procedures are updated or revised
- Exercises show that employee performance must be improved

Provide emergency information such as checklists and evacuation maps.

Post evacuation maps in strategic locations.

Consider the information needs of customers and others who visit the facility.

## Family Preparedness

Consider ways to help employees prepare their families for emergencies. This will increase their personal safety and help the facility get back up and running. Those who are prepared at home will be better able to carry out their responsibilities at work.



**PROPERTY PROTECTION.** Protecting facilities, equipment and vital records is essential to restoring operations once an emergency has occurred.

## FUNCTION

### PROPERTY PROTECTION

#### Planning Considerations

Establish procedures for:

- Fighting fires
- Containing material spills
- Closing or barricading doors and windows
- Shutting down equipment
- Covering or securing equipment
- Moving equipment to a safe location
- Securing facility

Identify sources of backup equipment, parts and supplies.

Designate personnel to authorize, supervise and perform a facility shutdown. Train them to recognize when to abandon the effort.

Obtain materials to carry out protection procedures and keep them on hand for use only in emergencies.

#### Protection Systems

Determine needs for systems to detect abnormal situations, provide warning and protect property.

Consider:

- Fire protection systems
- Lightning protection systems
- Water-level monitoring systems
- Overflow detection devices
- Automatic shutoffs
- Emergency power generation systems
- Intrusion alarms

Consult your property insurer about special protective systems.

#### Mitigation

Consider ways to reduce the effects of emergencies, such as moving or constructing facilities away from flood plains and fault zones. Also consider ways to reduce the chances of emergencies from occurring, such as changing processes or materials used to run the business.

<p>Consider physical retrofitting measures such as:</p> <ul style="list-style-type: none"> <li>• Upgrading facilities to withstand the shaking of an earthquake or high winds</li> <li>• “Floodproofing” facilities by constructing flood walls or other flood protection devices (see Section 3 for additional information)</li> <li>• Installing fire sprinkler systems</li> <li>• Installing fire-resistant materials and furnishing</li> <li>• Installing storm shutters for all exterior windows and doors</li> </ul> <p>There are also non-structural mitigation measures to consider, including:</p> <ul style="list-style-type: none"> <li>• Installing fire-resistant materials and furnishing</li> <li>• Securing light fixtures and other items that could fall or shake loose in an emergency</li> <li>• Moving heavy or breakable objects to low shelves</li> <li>• Attaching cabinets and files to low walls or bolting them together</li> <li>• Placing Velcro strips under typewriters, tabletop computers and television monitors</li> <li>• Moving work stations away from large windows</li> <li>• Installing curtains or blinds that can be drawn over windows to prevent glass from shattering onto employees</li> <li>• Anchoring water heaters and bolting them to wall studs</li> </ul>	<p>Consult a structural engineer or architect and your community’s building and zoning offices for additional information.</p> <h3>Facility Shutdown</h3> <p>Facility shutdown is generally a last resort but always a possibility. Improper or disorganized shutdown can result in confusion, injury and property damage.</p> <p>Some facilities require only simple actions such as turning off equipment, locking doors and activating alarms. Others require complex shutdown procedures.</p> <p>Work with department heads to establish shutdown procedures. Include information about when and how to shut off utilities.</p> <p>Identify:</p> <ul style="list-style-type: none"> <li>• The conditions that could necessitate a shutdown</li> <li>• Who can order a shutdown</li> <li>• Who will carry out shutdown procedures</li> <li>• How a partial shutdown would affect other facility operations</li> <li>• The length of time required for shutdown and restarting</li> </ul> <p>Train personnel in shutdown procedures. Post procedures.</p>
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## Records Preservation

Vital records may include:

- Financial and insurance information
- Engineering plans and drawings
- Tax records
- Personnel files

Preserving vital records is essential to the quick restoration of operations.

Analyzing vital records involves:

1. Classifying operations into functional categories, e.g., finance, production, administration
2. Determining essential functions for keeping the facility up and running, such as finance, production, etc.
3. Identifying the minimum information that must be readily accessible to perform essential functions.
4. Identifying the records that contain the essential information and where they are located
5. Identifying the equipment and materials needed to access and use the information

Next, establish procedures for protecting and accessing vital records. Among the many approaches to consider are:

- Labeling vital records
- Backing up computer systems
- Making copies of records
- Storing tapes and disks in insulated containers

- Storing data off-site where they would not likely be damaged by an event affecting your facility

- Increasing security of computer facilities
- Arranging for evacuation of records to backup facilities
- Backing up systems handled by service bureaus
- Arranging for backup power

## Site Security

Critical facilities and remote location should be reviewed for security improvement. Areas to examine may include:

- Water towers and standpipes
- Water treatment facilities
- Dam and water impoundments
- Critical values and controls
- Electrical substations
- Gas distribution systems
- Communication Towers
- Hazardous materials storage (chlorine, sulphur dioxide, etc.)

All critical facilities should be gated and secured when not occupied.



**COMMUNITY OUTREACH.** Your relationship with the community will influence your ability to protect personnel and property and return to normal operations. This section describes ways to involve outside organizations in the emergency management plan.

## FUNCTION

## COMMUNITY OUTREACH

### Involving the Community

Maintain a dialogue with community leaders, first responders, government agencies and community organizations and utilities, including:

- Appointed and elected leaders
- Fire, police and emergency medical services personnel
- Local Emergency Planning Committee (LEPC) members
- Emergency Management Director
- Public Works Department
- American Red Cross
- Hospitals
- Telephone company
- Electric utility
- Neighborhood groups

Have regular meetings with emergency personnel to review emergency plans and procedures. Talk about what you're doing to prepare for and prevent emergencies.

Look for common interests and concerns. Identify opportunities for sharing resources and information.

Conduct confidence-building activities such as tours of major facilities. Do facility walkthroughs with community response groups.

Involve community fire, police and emergency management personnel in drills and exercises.

Meet with your neighbors to determine how you could assist each other in an emergency.

### Mutual Aid Agreements

To avoid confusion and conflict in an emergency, establish mutual aid agreements with local response agencies from the county and neighboring cities.

These agreements should:

- Define the type of assistance
- Identify the chain of command for activating the agreement
- Define communications procedures

Include these agencies in facility training exercises whenever possible.

Mutual aid agreements can address any number of activities or resources that might be needed in an emergency. For example:

- Providing for firefighting and HAZMAT response.
- Providing shelter space, emergency storage, emergency supplies, medical support.
- Businesses allowing neighbors to use their property to account for personnel after an evacuation.

The community wants to know:

- What are the hazards?
- What programs are in place to respond to emergencies?
- How could a site emergency affect the community?
- What assistance will be required from the community?

## Community Service

In community-wide emergencies, business and industry are often needed to assist the community with:

- Personnel
- Equipment
- Shelter
- Training
- Storage
- Feeding facilities
- EOC facilities
- Food, clothing, building materials
- Funding
- Transportation

While there is no way to predict what demands will be placed on your city/utility's resources, give some thought to how the community's needs might influence your responsibilities in an emergency. Also, consider the opportunities for community service before an emergency occurs.

## Public Information

When emergencies occur, the community will want to know the nature of the incident, whether the public's safety or health is in danger, what is being done to resolve the problem and what was done to prevent the situation from happening.

Determine the audiences that may be affected by an emergency and identify their information needs. Include:

- The public
- The media
- Employees and retirees
- Unions
- Contractors and suppliers
- Customers
- Shareholders
- Emergency response organizations
- Regulatory agencies
- Appointed and elected officials
- Special interest groups
- Neighbors

## Media Relations

In an emergency, the media are the most important link to the public. Try to develop and maintain positive relations with media outlets in your area. Determine their particular needs and interests. Explain your plan for protecting personnel and preventing emergencies.

Determine how you would communicate important public information through the media in an emergency.

- **Designate one primary spokesperson and an alternate spokesperson for your city/utility**
- Set up a media briefing area
- Establish security procedures
- Establish procedures for ensuring that information is complete, accurate and approved for public release
- Determine an appropriate and useful way of communicating technical information
- Prepare background information about your city or facility

When providing information to the media during an emergency:

### Do's

- Give all media equal access to information.
- When appropriate, conduct press briefings and interviews. Give local and national media equal time.
- Try to observe media deadlines.
- Escort media representatives to ensure safety.
- Keep records of information released.
- Provide press releases when possible.

### Don'ts

- Do not speculate about the incident.
- Do not permit unauthorized personnel to release information.
- Do not cover up facts or mislead the media.
- Do not place blame for the incident.

Press releases about emergencies should describe who is involved in the incident and what happened, including when, where, why and how.

NOTES



## RECOVERY AND RESTORATION.

### FUNCTION

### RECOVERY AND RESTORATION

#### Planning Considerations

Consider making contractual arrangements with vendors for such post-emergency services as records preservation, equipment repair, earthmoving or engineering.

Meet with your insurance carriers to discuss your property and business resumptions policies (see the next page for guidelines).

Determine critical operations and make plans for bringing systems back on-line. The process may entail:

- Repairing or replacing equipment
- Relocating operations to an alternate location
- Contracting operations on a temporary basis

Take photographs or videotape to document assets. Update these records regularly.

#### Continuity of Management

You can assume that not every key person will be readily available to meet at the facility after an emergency. Ensure that recovery decisions can be made without undue delay.

Establish procedures for:

- Assuring the chain of command
- Maintaining lines of succession for key personnel
- Moving to alternate sites

Include these considerations in all exercise scenarios.

After a site emergency, assess the impact of the event on neighbors and the community and take appropriate action. How you handle this issue will have long-lasting consequences.

## Insurance

Most entities discover that they are not properly insured only after they have suffered a loss. Lack of appropriate insurance can be financially devastating. Discuss the following topics with your insurance advisor to determine your individual needs.

- How will my property be valued?
- Does my policy cover the cost of required upgrades to code?
- How much insurance am I required to carry to avoid becoming a co-insurer?
- What perils or causes of loss does my policy cover?
- What are my deductibles?
- What does my policy require me to do in the event of a loss?
- What types of records and documentation will my insurance company want to see? Are records in a safe place where they can be obtained after an emergency?
- To what extent am I covered for loss due to interruption of power? Is coverage provided for both on- and off-premises power interruption?
- Am I covered for lost income in the event of an emergency? Do I have enough coverage? For how long is coverage provided?
- How will my emergency management program affect my rates?

## Employee Support

Since employees who will rely on you for support after an emergency are your most valuable asset, consider the range of services that you could provide or arrange for, including:

- ? Cash advances
- ? Salary continuation
- ? Flexible work hours
- ? Reduced work hours
- ? Crisis counseling
- ? Care packages
- ? Day care

## Resuming Operations

Immediately after an emergency, take steps to resume operations.

- Establish a recovery team, if necessary. Establish priorities for resuming operations.
- Continue to ensure the safety of personnel on the property. Assess remaining hazards. Maintain security at the incident scene.
- Conduct an employee briefing.
- Keep detailed records. Consider audio recording all decisions. Take photographs of or video-tape the damage.
- Account for all damage-related costs. Establish special job order numbers and charge codes for purchases and repair work.
- Follow notification procedures. Notify employees' families about the status of personnel on the property. Notify off-duty personnel about work status. Notify insurance carriers and appropriate government agencies.
- Protect undamaged property. Close up building openings. Remove smoke, water and debris. Protect equipment against moisture. Restore sprinkler systems. Physically secure the property. Restore power.
- Conduct an investigation. Coordinate actions with appropriate government agencies.
- Conduct salvage operations. Segregate damaged from undamaged property. Keep damaged goods on hand until an insurance adjuster has visited the premises, but you can move material outside if it's seriously in

the way and exposure to the elements won't make matters worse.

- Take an inventory of damaged goods. This is usually done with the adjuster, or the adjuster's salvor if there is any appreciable amount of goods or value. If you release goods to the salvor, obtain a signed inventory stating the quantity and type of goods being removed.
- Restore equipment and property. For major repair work, review restoration plans with the insurance adjuster and appropriate government agencies.
- Assess the value of damaged property. Assess the impact of business interruption.
- Maintain contact with suppliers.

NOTES

**ADMINISTRATION AND LOGISTICS.** Maintain complete and accurate records at all times to ensure a more efficient emergency response and recovery. Certain records may also be required by regulation or by your insurance carriers or prove invaluable in the case of legal action after an incident.

## FUNCTION

## ADMINISTRATION AND LOGISTICS

### Administrative Actions

Administrative actions prior to an emergency include:

- Establishing a written emergency management plan
- Maintaining training records
- Maintaining all written communications
- Documenting drills and exercises and their critiques
- Involving community emergency response organizations in planning activities

Administrative actions during and after an emergency include:

- Maintaining telephone logs
- Keeping a detailed record of events
- Maintaining a record of injuries and follow-up actions
- Accounting for personnel
- Coordinating notification of family members
- Issuing press releases
- Maintaining sampling records
- Managing finances
- Coordinating personnel services
- Documenting incident investigations and recovery

### Logistics

Before an emergency, logistics may entail:

- Acquiring equipment
- Stockpiling supplies
- Designating emergency facilities
- Establishing training facilities
- Establishing mutual aid agreements
- Preparing a resource inventory

During an emergency, logistics may entail the provision of:

- Providing utility maps to emergency responders
- Providing material safety data sheets to employees
- Moving backup equipment in place
- Repairing parts
- Arranging for medical support, food and transportation
- Arranging for shelter facilities
- Providing for backup power
- Providing for backup communications

Emergency funding can be critical immediately following an emergency. Consider the need for pre-approved purchase requisitions and whether special funding authorities may be necessary.



**HAZARD-SPECIFIC INFORMATION**

This section provides information about some of the most common hazards:

- Fire
- Hazardous Materials Incidents
- Terrorism
- Floods and Flash Floods
- Hurricanes
- Tornadoes
- Severe Winter Storms
- Earthquakes
- Technological Emergencies





**FIRE.** Fire is the most common of all the hazards. Every year fires cause thousands of deaths and injuries and billions of dollars in property damage.

## HAZARDS

### FIRE

#### Planning Considerations

Consider the following when developing your plan:

- Meet with the fire department to talk about the community's fire response capabilities. Identify processes and materials that could cause or fuel a fire, or contaminate the environment in a fire.
  - Have your facilities inspected for fire hazards. Ask about fire codes and regulations.
  - Ask your insurance carrier to recommend fire prevention and protection measures. Your carrier may also offer training.
  - Distribute fire safety information to employees: how to prevent fires in the workplace, how to contain a fire, how to evacuate the facility, where to report a fire.
  - Instruct personnel to use the stairs — not elevators — in a fire. Instruct them to crawl on their hands and knees when escaping a hot or smoke-filled area.
  - Conduct evacuation drills. Post maps of evacuation routes in prominent places. Keep evacuation routes including stairways and doorways clear of debris.
  - Assign fire wardens for each area to monitor shutdown and evacuation procedures.
- Establish procedures for the safe handling and storage of flammable liquids and gases. Establish procedures to prevent the accumulation of combustible materials.
  - Provide for the safe disposal of smoking materials.
  - Establish a preventive maintenance schedule to keep equipment operating safely.
  - Place fire extinguishers in appropriate locations.
  - Train employees in use of fire extinguishers.

- Install smoke detectors. Check smoke detectors once a month, change batteries at least once a year.
- Establish a system for warning personnel of a fire. Consider installing a fire alarm with automatic notification to the fire department.
- Consider installing a sprinkler system, fire hoses and fire-resistant walls and doors.
- Install fire detection monitoring systems
- Ensure that key personnel are familiar with all fire safety systems.
- Identify and mark all utility shutoffs so that electrical power, gas or water can be shut off quickly by fire wardens or responding personnel.
- For each facility determine the level of response you will take if a fire occurs. Among the options are:

**Option 1** — Immediate evacuation of all personnel on alarm.

**Option 2** — All personnel are trained in fire extinguisher use. Personnel in the immediate area of a fire attempt to control it. If they cannot, the fire alarm is sounded and all personnel evacuate.

**Option 3** — Only designated personnel are trained in fire extinguisher use.

**Option 4** — A fire team is trained to fight incipient-stage fires that can be controlled without protective equipment or breathing apparatus. Beyond this level fire, the team evacuates.

**Option 5** — A fire team is trained and equipped to fight structural fires using protective equipment and breathing apparatus.

**HAZARDOUS MATERIALS INCIDENTS.** Hazardous materials are substances that are either flammable or combustible, explosive, toxic, noxious, corrosive, oxidizable, an irritant or radioactive.

## HAZARDS

### HAZARDOUS MATERIALS INCIDENTS

A hazardous material spill or release can pose a risk to life, health or property. An incident can result in the evacuation of a few people, a section of a facility or an entire neighborhood.

There are a number of federal laws that regulate hazardous materials, including: the Superfund Amendments and Reauthorization Act of 1986 (SARA), the Resource Conservation and Recovery Act of 1976 (RCRA), the Hazardous Materials Transportation Act (HMTA), the Occupational Safety and Health Act (OSHA), the Toxic Substances Control Act (TSCA) and the Clean Air Act.

Title III of SARA regulates the packaging, labeling, handling, storage and transportation of hazardous materials. The law requires facilities to furnish information about the quantities and health effects of materials used at the facility, and to promptly notify local and state officials whenever a significant release of hazardous materials occurs.

In addition to on-site hazards, you should be aware of the potential for an off-site incident affecting your operations. You should also be aware of hazardous materials used in facility processes and in the construction of the physical plant.

Detailed definitions as well as lists of hazardous materials can be obtained from the Environmental Protection Agency (EPA) and the Occupational Safety and Health Administration (OSHA).

<p><b>Planning Considerations</b></p> <p>Consider the following when developing your plan:</p> <ul style="list-style-type: none"> <li>• Identify and label all hazardous materials stored, handled, produced and disposed of by your facility. Follow government regulations that apply to your facility. Obtain material safety data sheets (MSDS) for all hazardous materials at your location.</li> </ul> <p>Examples of hazardous materials in cities and utilities include:</p> <ul style="list-style-type: none"> <li>? Chlorine gas or liquid in water and wastewater plants</li> <li>? Fuel storage tanks</li> <li>? Sulphur dioxide (water treatment)</li> <li>? Solvents, paints, and insecticides</li> </ul> <ul style="list-style-type: none"> <li>• Ask the local fire department for assistance in developing appropriate response procedures.</li> <li>• Train employees to recognize and report hazardous material spills and releases. Train employees in proper handling and storage.</li> <li>• Establish a hazardous material response plan: <ul style="list-style-type: none"> <li>? Establish procedures to notify management and emergency response organizations of an incident.</li> <li>? Establish procedures to warn employees of an incident.</li> <li>? Establish evacuation procedures.</li> <li>? Depending on your operations, organize and train an emergency response team to confine and</li> </ul> </li> </ul>	<p>control hazardous material spills in accordance with applicable regulations.</p>
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**TERRORISM.** Acts of terrorism present special challenges to emergency planners because of their unpredictability and diversity. They can also place first responders in considerable danger. However, the elements of a response plan for terrorism contains many of the same elements as plans for other emergencies.

## HAZARDS

### TERRORISM

#### Types of terrorism

Whether you are dealing with a workplace shooting or poisoning of a water supply, there are three immediate questions that need to be asked in response to any act of terrorism.

- 1) What is the nature and extent of the threat?
- 2) How can the threat be neutralized?
- 3) What is the most effective way of minimizing bodily harm and/or property damage?

The nature of the hazard in a terrorist incident may be chemical, biological, nuclear/radiological or explosive.

Federal and state agencies have considerable manpower and technical resources to respond to acts of terrorism, but local officials will most likely be on their own for the first 24-72 hours.

#### Planning considerations

Consider the following when developing your plan:

- Keep the safety of first responders in mind. Make an inventory of protective clothing and equipment that might be useful in dealing with pathogen releases or chemical contamination.
- Inventory potential targets. Perpetrators of mass terrorism will look for opportunities for maximum impact. Include bodies of water,

water treatment and water storage facilities, large manufacturing facilities, military installations, sports arenas and other venues where large groups of people gather.

- Identify geographic risk areas based on natural and manmade boundaries, such as watersheds or large structures. Specify special weather and climate features that could alter the spread of air-borne pathogens, chemicals or radiation from weapons of mass destruction.
- Identify expertise in the community that can help officials respond to immunological, radiological or chemical emergencies.
- Have current, detailed maps on hand and determine appropriate evacuation routes and times.
- Establish clear processes for communicating with the public. Determine who is authorized to communicate with the media.
- Identify non-English speaking populations and make arrangements for providing information to them.
- Inventory potential shelters and medical facilities where multiple victims may be cared for or housed.
- First responders and members of the local medical community should be trained to identify hazardous agents.

- Response to any terrorist event requires direction and control. The planner must consider the unique characteristics of the event, identify the likely stage at which coordinated resources will be required, and tailor the direction and control process to merge into the ongoing public health response.

### Notes on detection and identification

Indicators of a possible chemical or biological agent use:

- ? Unusual occurrence of dead or dying animals,
- ? Unexplained casualties,
- ? Unusual liquids, spray, vapor or cloud-like formations,
- ? Suspicious devices or packages.

Radiation:

The difficulty of responding to a nuclear or radiological incident is compounded by the nature of radiation itself. Unless confirmed by radiological detection equipment, the presence of a radiation hazard is difficult to ascertain, and symptoms of radiation exposure may not manifest themselves for days or weeks.

**FLOODS AND FLASH FLOODS.** Floods are the most common and widespread of all natural disasters. Most communities in the United States can experience some degree of flooding after spring rains, heavy thunderstorms or winter snow thaws.

## HAZARDS

### FLOODS AND FLASH FLOODS

Most floods develop slowly over a period of days. Flash floods, however, are like walls of water that develop in a matter of minutes. Flash floods can be caused by intense storms or dam failure.

#### Planning Considerations

Consider the following when preparing for floods:

- Learn the history of flooding in your area. Learn the elevation of your city in relation to streams, rivers and dams.
- Review the community's emergency plan. Learn the community's evacuation routes. Know where to find higher ground in case of a flood.
- Establish warning and evacuation procedures for the area. Make plans for assisting employees who may need transportation.
- Inspect areas in your facility subject to flooding. Identify records, vehicle and equipment that can be moved to a higher location. Make plans to move records, vehicles, and equipment in case of flood.
- Purchase a NOAA Weather Radio with a warning alarm tone and battery backup. Listen for flood watches and warnings.

*Flood Watch — Flooding is possible. Stay tuned to NOAA radio. Be prepared to evacuate. Tune to local radio and television stations for additional information.*

*Flood Warning — Flooding is already occurring or will occur soon. Take precautions at once. Be pre-pared to go to higher ground. If advised, evacuate immediately.*

- Ask your insurance carrier for information about flood insurance. Regular property and casualty insurance does not cover flooding.

<ul style="list-style-type: none"> <li>• Consider the feasibility of flood-proofing your facilities. There are three basic types of methods.</li> </ul> <ol style="list-style-type: none"> <li>1. Permanent flood-proofing measures are taken before a flood occurs and require no human intervention when flood waters rise. They include: <ul style="list-style-type: none"> <li>? Filling windows, doors or other openings with water-resistant materials such as concrete blocks or bricks. This approach assumes the structure is strong enough to withstand flood waters.</li> <li>? Installing check valves to prevent water from entering where utility and sewer lines enter the facility.</li> <li>? Reinforcing walls to resist water pressure. Sealing walls to prevent or reduce seepage.</li> <li>? Building watertight walls around equipment or work areas within the facility that are particularly susceptible to flood damage.</li> <li>? Constructing floodwalls or levees outside the facility to keep flood waters away.</li> <li>? Elevating the facility on walls, columns or compacted fill. This approach is most applicable to new construction, though many types of buildings can be elevated.</li> </ul> </li> <li>2. Contingent flood-proofing measures are also taken before a flood but require some additional action when flooding occurs. These measures include: <ul style="list-style-type: none"> <li>? Installing watertight barriers called flood shields to prevent the passage of water through doors, windows, ventilation shafts or other openings</li> </ul> </li> </ol>	<ul style="list-style-type: none"> <li>? Installing permanent water-tight doors</li> <li>? Constructing movable flood-walls</li> <li>? Installing permanent pumps to remove flood waters</li> </ul> <ol style="list-style-type: none"> <li>3. Emergency flood-proofing measures are generally less expensive than those listed above, though they require substantial advance warning and do not satisfy the minimum requirements for watertight flood-proofing as set forth by the National Flood Insurance Program (NFIP). They include: <ul style="list-style-type: none"> <li>? Building walls with sandbags</li> <li>? Constructing a double row of walls with boards and posts to create a "crib," then filling the crib with soil</li> <li>? Constructing a single wall by stacking small beams or planks on top of each other</li> </ul> </li> </ol> <ul style="list-style-type: none"> <li>• Consider the need for backup systems:</li> <li>• Participate in community flood control projects.</li> </ul>
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**TORNADOES.** Tornadoes are incredibly violent local storms that extend to the ground with whirling winds that can reach 300 mph.

## HAZARDS

### TORNADOES

Spawned from powerful thunderstorms, tornadoes can uproot trees and buildings and turn harmless objects into deadly missiles in a matter of seconds. Damage paths can be in excess of one mile wide and 50 miles long.

Tornadoes can occur in any state but occur more frequently in the Midwest, Southeast and Southwest. They occur with little or no warning.

#### Planning Considerations

The following are considerations when planning for tornadoes:

- Ask your local emergency management office about the community's tornado warning system.
- Purchase a NOAA Weather Radio with a warning alarm tone and battery backup. Listen for tornado watches and warnings.

*Tornado Watch — Tornadoes are likely. Be ready to take shelter. Stay tuned to radio and television stations for additional information.*

*Tornado Warning — A tornado has been sighted in the area or is indicated by radar. Take shelter immediately.*

- Establish procedures to inform personnel when tornado warnings are posted. Consider the need for spotters to be responsible for looking out for approaching storms.

- Work with a structural engineer or architect to designate shelter areas in your facilities. Ask your local emergency management office or National Weather Service office for guidance.
- Consider the amount of space you will need. Adults require about six square feet of space; nursing home and hospital patients require more.
- The best protection in a tornado is usually an underground area. If an underground area is not available, consider:

? Small interior rooms on the lowest floor and without windows

? Hallways on the lowest floor away from doors and windows

? Rooms constructed with reinforced concrete, brick or block with no windows and a heavy concrete floor or roof system overhead

? Protected areas away from doors and windows

Note: Auditoriums, cafeterias and gymnasiums that are covered with a flat, wide-span roof are not considered safe.

- Make plans for evacuating personnel away from lightweight modular offices or mobile home-size buildings. These structures offer no protection from tornadoes.
- Conduct tornado drills.
- Once in the shelter, personnel should protect their heads with their arms and crouch down.

**SEVERE WINTER STORMS.** Severe winter storms bring heavy snow, ice, strong winds and freezing rain. Winter storms can prevent employees from reaching the facility, leading to a temporary shutdown until roads are cleared. Heavy snow and ice can also cause structural damage and power outages.

## HAZARDS

### SEVERE WINTER STORMS

#### Planning Considerations

Following are considerations for preparing for winter storms:

- Listen to NOAA Weather Radio and local radio and television stations for weather information:

*Winter Storm Watch — Severe winter weather is possible.*

*Winter Storm Warning — Severe winter weather is expected.*

*Blizzard Warning — Severe winter weather with sustained winds of at least 35 mph is expected.*

*Traveler's Advisory — Severe winter conditions may make driving difficult or dangerous.*

- Develop a written snow emergency plan for prioritizing road clearing (hospitals, fire department/EMS, etc.)
- Inventory equipment prior to weather event
- Establish minimum levels of critical fuel, salt, and manpower resources
- Conduct preparedness exercises before snow event
- Identify additional resources in your community for snow removal (contractors, other government utilities)
- Develop contingency plans for use of outside resources

- Establish procedures for facility shutdown and early release of employees.
- Store food, water, blankets, battery-powered radios with extra batteries and other emergency supplies for employees who become stranded at the facility.
- Provide a backup power source for critical operations.
- Arrange for snow and ice removal from parking lots, walkways, loading docks, etc.



**EARTHQUAKES.** Earthquakes occur most frequently west of the Rocky Mountains, although historically the most violent earthquakes have occurred in the central United States. Earthquakes can occur suddenly and without warning.

## HAZARDS

### EARTH- QUAKES

Earthquakes can seriously damage buildings and their contents; disrupt gas, electric and telephone services; and trigger landslides, avalanches, flash floods, fires and huge ocean waves called tsunamis. Aftershocks can occur for weeks following an earthquake.

In many buildings, the greatest danger to people in an earthquake is when equipment and non-structural elements such as ceilings, partitions, windows and lighting fixtures shake loose.

#### Planning Considerations

Following are guidelines for preparing for earthquakes:

- Assess your vulnerability to earthquakes. Ask experts for seismic information for your area.
- Have your facility inspected by a structural engineer. Develop and prioritize strengthening measures. These may include:
  - ? Adding steel bracing to frames
  - ? Adding sheer walls to frames
  - ? Strengthening columns and building foundations
  - ? Replacing unreinforced brick filler walls
- Follow safety codes when constructing a facility or making major renovations.

- Inspect non-structural systems such as air conditioning, communications and pollution control systems. Assess the potential for damage. Prioritize measures to prevent damages.
- Inspect your facility for any item that could fall, spill, break or move during an earthquake. Take steps to reduce these hazards:
  - ? Move large and heavy objects to lower shelves or the floor. Hang heavy items away from where people work.
  - ? Secure shelves, filing cabinets, tall furniture, desktop equipment, computers, printers, copiers and light fixtures.
  - ? Secure fixed equipment and heavy machinery to the floor. Larger equipment can be placed on casters and attached to tethers which attach to the wall.
  - ? Add bracing to suspended ceilings, if necessary.
  - ? Install safety glass where appropriate.
  - ? Secure large utility and process piping.

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| <ul style="list-style-type: none"> <li>• Keep copies of design drawings of the facility to be used in assessing the facility's safety after an earthquake.</li> <li>• Review processes for handling and storing hazardous materials. Have incompatible chemicals stored separately.</li> <li>• Ask your insurance carrier about earthquake insurance and mitigation techniques.</li> <li>• Establish procedures to determine whether an evacuation is necessary after an earthquake.</li> <li>• Designate areas in the facility away from exterior walls and windows where occupants should gather after an earthquake if an evacuation is not necessary.</li> </ul> | <ul style="list-style-type: none"> <li>• Conduct earthquake drills. Provide personnel with the following safety information:             <ul style="list-style-type: none"> <li>? In an earthquake, if indoors, stay there. Take cover under a sturdy piece of furniture or counter, or brace yourself against an inside wall. Protect your head and neck.</li> <li>? If outdoors, move into the open, away from buildings, street lights and utility wires.</li> <li>? After an earthquake, stay away from windows, skylights and items that could fall. Do not use the elevators.</li> <li>? Use stairways to leave the building if it is determined that a building evacuation is necessary.</li> </ul> </li> </ul> |
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**TECHNOLOGICAL EMERGENCIES.** Technological emergencies include any interruption or loss of a utility service, power source, life support system, information system or equipment needed to continue operation.

## HAZARDS

### TECHNOLOGICAL EMERGENCIES

#### Planning Considerations

The following are suggestions for planning for technological emergencies:

- Identify all critical operations, including:
  - ? Utilities including electric power, gas, water, hydraulics, compressed air, municipal and internal sewer systems, waste-water treatment services
  - ? Security and alarm systems, elevators, lighting, life support systems, heating, ventilation and air conditioning systems, electrical distribution system.
  - ? Manufacturing equipment, pollution control equipment
  - ? Communication systems, both data and voice computer networks
  - ? Transportation systems including air, highway, railroad and waterway
- Determine the impact of service disruption.
- Ensure that key safety and maintenance personnel are thoroughly familiar with all building systems.
- Establish procedures for restoring systems. Determine need for backup systems.
- Establish preventive maintenance schedules for all systems and equipment.

